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ABSTRACT

Intended for use by participants in the Ohio Preconference and the 1991 White House Conference on Library and Information Services (WHCLIS), this background paper on one of the three major WHCLIS themes examines Ohio's literacy problem and reviews the state's current literacy programs and funding sources. Definitions of terms, a brief history of the literacy issue, the public libraries' role in the literacy effort, and the demographics of adult illiteracy in Ohio are presented. Two charts illustrate Ohio's illiterate population by age range and gender; in addition, Ohio maps indicate the estimated illiterate population by county and metropolitan area. Also included are descriptions of current Ohio literacy efforts that are sponsored by the following public and private organizations: schools; community colleges and universities; businesses and industries; social service agencies; corrections/rehabilitation agencies; Adult Basic Education (ABE); churches; newspapers; immigration services; professional associations; local government; literacy networks/councils; and libraries. Descriptions of funding programs from state, local, and private foundations are provided in addition to a funding summary of Title I and VI grants awarded by the Library Services and Construction Act (LSCA) since 1986. (15 references) (MAB)

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Ohio's Literacy Situation

by

Barbara Luther

In preparation for the 1991 White House Conference on Library and Information Services, the Preliminary Design Group for the Conference proposed three comprehensive themes designed to insure relevant discussions on the local, state, and national levels which should lead to "recommendations for the further improvement of the library and information services of the nation and their use by the public." These three comprehensive themes are:

* Library and information services for literacy
* Library and information services for productivity
* Library and information services for democracy

Senator Pell and Congressman Ford, when introducing their joint resolutions (S.J. Res. 112 and M.J. Res. 244), called for the Conference to accomplish three tasks:

* Identify "unmet library service needs"
* Examine "library and information service issues"
* Develop "recommendations for future library and information services"

This background paper on the literacy theme will not be an exhaustive treatment of the national literacy issue. The Preliminary Design Group clearly set forth the seriousness of our national literacy problem and its costs. Rather, this paper will look at Ohio's literacy problem and review current programs and funding sources. With this material in hand, readers of the background paper and participants at the September Preconference will be better prepared to develop recommendations and resolutions regarding the role of libraries and information services for literacy.

DEFINITIONS

Before we can begin a discussion of literacy and its issues, some definitions are necessary.

Simply put, an illiterate is someone who cannot read or write. However, for purposes of this paper, that basic definition is too deceptively simple. A person might be able to read at a first grade level and write his name thus making him technically literate, but that person certainly is not literate when it comes to everyday reading and writing tasks in our society.

Therefore, when discussing our literacy problem, the definition used herein is that of a functional illiterate. This is a person 18 and over who is unable to use reading, writing, and computational skills with enough understanding to function successfully in everyday life situations.

It's an established fact that illiteracy is self-perpetuating. There is a strong pattern of family repetition: persons coming from illiterate families are twice as likely as persons from reading families to be functionally illiterate. Thus, the concept of intergenerational literacy is that of breaking this pattern of repeating generations of illiterate families. When one generation learns to read, the next generation has a much greater chance of being literate as well.

Family literacy is evident in an environment where parents actively serve as literate models for their children and positively emphasize the importance of education. Many family literacy programs involve encouraging adults to read with children, some actually teach parents and children to read together, and others provide literacy development for parents and children separately. All of these programs are about deepening family relationships through improved literacy.

Another very important type of literacy getting more and more attention is workplace literacy. The basic skills needed in the workplace are frequently quite different from those taught in school. Workers read to do something or read to make assessments. In order to be successful on the job, workers must be able to process and organize information, check their own understanding, and use reading and writing for the accomplishment of a task. Many workplace literacy programs focus on functional aspects of worker training and the development of employees' analytical reasoning abilities. However, there are numerous workplace programs on quite distinct levels all functioning under the "workplace literacy" umbrella. Programs typically fall into one of three levels or may include all levels:

* Low level literacy training ranging from basic survival skills to GED preparation
* Middle level literacy training to integrate basic reading, math, computer, and study skills with job training
* Job-specific literacy training to prevent job-related literacy mistakes which affect safety and productivity, or literacy training to allow for worker promotion

In any discussion of literacy, the issue of competency is likely to appear. This relates to a study undertaken in 1975 at the University of Texas at Austin which led to Adult Performance Level (APL) findings which shocked the nation. The competency criteria of the APL study helped to define the nature of our literacy problem. This study found that 23 million Americans lacked the competencies (basic skills adequate to perform basic tasks) necessary to function in our society. The study further stated another 34 million Americans can function, but not proficiently.

Another term important to a discussion of literacy is that of the at-risk population. One in six babies born in the United States is born to a teenage mother. Of today's 3-year-olds, 60% will be raised by a single parent at some time before they are 18, and over half of them will live in poverty. This social picture touches on who makes up our at-risk population. Learners who do not perform well in traditional schools for a variety of reasons are considered at-risk learners. This population comes disproportionately from our poor, minority, and immigrant groups.

One key component in battling illiteracy has been the Adult Basic Education (ABE) program. Government funding for this program provides free education leading to GED equivalency for adults.

Other types of literacy important in America today but not really addressed in this background paper are cultural literacy and computer literacy. When we speak of cultural literacy, we are acknowledging along with E. D. Hirsch, Jr., and others that there is a necessary body of background information readers must know in order to read general materials with understanding. Recognizing such a body of information exists and determining exactly what that information really is are widely disparate issues, however, and that determination continues to be subject to debate.

Computer literacy, on the other hand, can be generally thought of as basic operational understanding of computers and how they function. Some accept willingness to learn computer use as literacy, but certainly as technology improves, more understanding and operational ability are being required for a minimal level of computer literacy.

It's important to be aware of the major literacy programs functioning today. There are basically two private literacy organizations operating in the United States: Laubach Literacy International and Literacy Volunteers of America.

Laubach Literacy International was founded in the 1930s by Frank C. Laubach, an American missionary and educator, based on his experience and teaching methods with literacy education around the world. This organization created the Each-One-Teach-One program to address illiteracy. The Laubach program offers tutor training as well as literacy tutoring on a one-on-one and/or group basis. The organization provides English as a Second Language (ESL) training for tutor

volunteers and for persons needing ESL training. Laubach programs are quite active in Ohio and throughout the U.S.

Literacy Volunteers of America, Inc. (LVA) is a national organization of volunteers, founded in the 1960s, who work to combat adult illiteracy in the United States. This program trains literacy tutors and offers literacy tutoring as well as English as a Second Language training. LVA is not as active in the Midwest as it is in other areas of the country. One of the few Ohio LVA groups is located in Ashtabula County where it functions in cooperation with the Ashtabula County Literacy Coalition.

HISTORICAL BACKGROUND

The United States was settled by men and women of strong literacy consciousness who, for primarily religious motives, actively sought to perpetuate a literate populous capable of democratic participation. Quite early, the colonies enacted laws requiring schooling for children so that by the close of the 18th century, 75% of the American male population was literate.

Recognizing the importance of literacy, George Washington had army chaplains teaching illiterate soldiers how to read. In 1838, Congress authorized military "post schools" to teach army recruits basic skills. At this early point, literacy was intertwined more with the spiritual domain than with the temporal. However, the military soon recognized the necessity for literate recruits and took an important early role in literacy training in the U. S. when the army established a fourth-grade equivalency standard for induction during World War I. The army raised its equivalency standard to a fifth-grade level during World War II, then became the first government agency to undertake a major anti-illiteracy program in order to obtain enough manpower.

As the U. S. felt the effects of the Industrial Revolution, it rapidly expanded its school system and made education compulsory. Employers required reading, writing, and computational ability for new employees even though uses for such skills weren't necessarily quantified. During the last half of the 1800s, literacy came to be viewed as a characteristic of a "lettered man," and these reading, writing, and mathematical skills were deemed important for citizenship as well as labor-market participation.

While literacy for all became an espoused American goal, it was not an equal opportunity for all portions of the population. Women were a bit behind men, while rural populations and southerners lagged further behind northern populations. Black Americans had the lowest level of literacy, and ethnic groups experienced low literacy levels which persist even today.

With the 20th century, new literacy issues appeared. Non-English-speaking immigrants added to our illiterate population and required the development of programs for English as a Second Language. Literacy as more than a religious or general knowledge skill led to efforts at defining literacy according to its function. With the growing rates of illiteracy among disadvantaged groups such as Blacks, native Americans, Hispanics, and other economically deprived people, literacy instruction came to be viewed as a necessity for the improvement of social conditions for these people. Finally, as awareness of the high illiteracy rates of our young adult population began to impact American industry, work force literacy became an important new theme.

Today, literacy is a multi-faceted issue undergoing extensive study and receiving broad media coverage. Yet with all this attention, there are still very basic benchmarks and definitions which need to be clarified. In order to determine how large our illiterate population is, it's necessary first to define literacy. If the 18th century definition of a literate person as someone who can sign his name is used, then our illiteracy rate is negligible. If we accept as literate only persons who can read The New York Times, then such high estimates as 50% are probably too low.

Obviously, it has been very difficult to quantify literacy. Since 1840, the traditional method for measuring illiteracy has been to use school attendance data from census figures. The Bureau of the Census accepted the military's benchmark of fourth and fifth-grade attendance as the determinant

for literacy. But since studies in the 1950s indicated that schooling and literacy aren't necessarily correlated, other factors have been studied. The Census Bureau, however, has maintained its connection of literacy and grade level completion. In the 1960s, the Census Bureau did raise its literacy determinant to completion of the sixth grade.

Now, there are two basic approaches to determining a functionally literate person:

* Use of school grade level equivalencies
* Use of skills tests to determine functional levels

Studies have now been made which indicate that persons who struggle with basic reading and writing skills are most often found to be those who did not complete elementary school. In the same vein, while not all adults without high school diplomas are functionally illiterate, there is strong evidence that the bulk of the functionally illiterate population is found among persons who failed to graduate from high school.

Use of competency level criterion gives us essentially the same figure for our level of illiteracy as that obtained using high school completion rates. This illiterate group is estimated to be 20% of our population today. Remember, however, that this figure is still hotly debated. Some believe that is only our lowest level illiterate population, those reading below the fifth grade level. For example, Jonathan Kozol (Illiterate America) believes another 34% of our population are only able to function between the sixth and ninth grade levels, thus bringing our functionally illiterate population up to 50%.

PUBLIC LIBRARIES AND LITERACY

Historically, public libraries have been at the forefront of the literacy effort even though they were not established with literacy education in mind. Libraries were created before public education was instituted in the United States. These public libraries were established to provide educational resources for people who could not continue their schooling. As George Ticknor indicated in his 1842 Boston Public Library Report, public libraries were designed to pick up the task of educating the public from the point where public schools left off. So, early library activities focused on literacy levels above that of basic literacy.

However, by the 1850s, public libraries were offering English as a Second Language training for the massive influx of immigrants coming to America. As public libraries expanded their societal role to include that of provider of knowledge to all Americans, they began providing literacy, acculturation, and employment skills training for uprooted rural Americans and European immigrants.

One of the early basic library literacy programs took place in the New York Public Library about 1900. This program offered ESL training, courses on use of the library, lectures, concerts, and art exhibits. Library staff included people competent in the native languages of local groups. Book collections in native languages were provided, and community leaders were involved in library events. Many of these same literacy functions are still provided today.

The first formal link between libraries and literacy came in the 1920s when the American Library Association (ALA) established its Commission on Library and Adult Education. The ALA based this action on the philosophy that education is a lifelong process that does not stop after the completion of formal schooling and libraries are uniquely situated to serve as that continuing educational system.

Selecting readable books for literate and illiterate foreigners and for American readers with limited reading ability was a very common focus among public libraries in the 1930s and 1940s. Then, along with the Manpower Development and Training Act of 1963, came an expanded definition of literacy to include reading, critical analysis, writing, and simple calculation. This led to a change in focus for public libraries. They continued to focus on the identification and

collection of reading materials for illiterate and newly literate adults, but the libraries also began identifying groups in need of special services such as the unemployed, the elderly, the handicapped, the illiterate, and immigrants who were isolated by language and cultural differences.

The Economic Opportunity Act of 1964 helped make adult basic education (ABE) programs widely available, and libraries began working cooperatively with ABE programs and other educational agencies to provide literacy and support services.

This focus on the "disadvantaged" prompted libraries to use funding from the Library Services and Construction Act (LSCA) to begin many special literacy projects in the 1960s and early 1970s. To ensure access to necessary continuing education and technical assistance for librarians, the ALA set up the Office for Library Outreach Services in 1973. And in 1977, the ALA published a guidebook designed to encourage creation of library literacy programs and help in their setup.

Public libraries in the 1980s have had leadership roles in the national literacy movement. With a growing awareness that many adults will not be able to have access to information they need because of their limited skills, libraries are necessarily also focusing their attention on technology, information, and access issues as they participate in the effort to resolve the adult illiteracy problem.

DEMOGRAPHICS

No exact measure of adult illiteracy exists for any state due to the differences in literacy definitions and criteria used to measure literacy. However, estimates are available which help us better grasp the extent of our state problem. Most estimates are based on applying the findings of the 1982 English Language Proficiency Survey (ELPS) and the "Adult Illiteracy Estimates for States" report issued by the U. S. Department of Education (rev. 1986) to 1980 Census data.

According to the Department of Development's Ohio Data Users Center, the estimated population of Ohio as of 1988 is 10,855,000. Of this figure, 8.1 million are adults. Given the accepted national illiteracy figure of 20% or one-in-five, that means there are an estimated 1.6 million illiterate Ohioans who cannot read a daily newspaper, fill out an employment application, make a choice from a menu, locate a telephone number, use a map to find a street location, or comprehend warning labels on machinery or medicine bottles.

Further, if Jonathan Kozol (Illiterate America) is correct that another 34% of our population is only able to function between the sixth and ninth grade levels, then 4 million Ohioans or 50% of our state adult population cannot read an eighth grade level book.

Another estimate done by the U.S. Department of Education looked atour adult population, aged 20+ in 1980, and estimated Ohio's illiteracy rate to be only 11%, thus ranking Ohio as the 11th most literate state. Given these disparate figures, it is difficult to determine a realistic figure. But some literacy figures are fairly consistent.

The 60% illiteracy rate in Ohio's prison population corresponds to the national estimate as does the 85% of our juvenile offenders who have reading problems. According to Statistical Abstracts as of December 1986, Ohio had 22,463 adults in federal and state prisons. Of that number, 60% or 13,478 were functionally illiterate. The same source indicated there were 5,382 juveniles in public and private custody in Ohio. Of that number, 4,575 (85%) are functionally illiterate.

Ohio's immigrant and refugee population aiso contributes to the literacy problem. Estimates of our statewide immigrant and refugee population were not available during writing of this paper, however, estimates exist which state that 86% of our non-English speakers are illiterate in both their native language and English, according to th ELPS. Furthermore, approximately 50% of Ohio's Black and Hispanic population are illiterate.

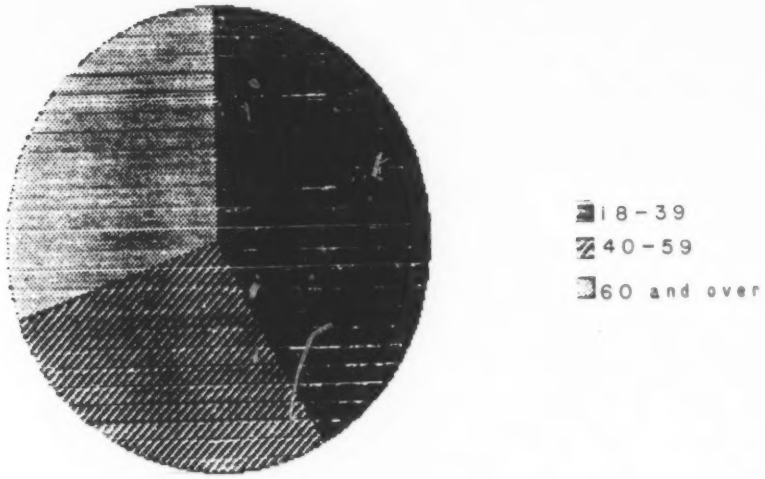
It is estimated that 41% of our illiterate population live in the center cities of metropolitan areas while only 8% live in rural areas.

Because the female population is higher than the male population in Ohio, there are more female illiterates than there are male illiterates. The literacy situation for women is grim, though. It is estimated that 23% of all adult women have severely limited literacy skills compared to 17% of all adult men. Seventy-five percent of female heads of households with less than a high school diploma live in poverty. Young women with below poverty income and below average skills are five and one-half times as likely to become teenage parents. Nearly 40% of female single parents and 35% of displaced homemakers have only an eighth grade education or less. Because literacy levels of children are strongly linked to those of their parents, as the number of families headed by illiterate women increases, the cycle of illiteracy continues unchecked.

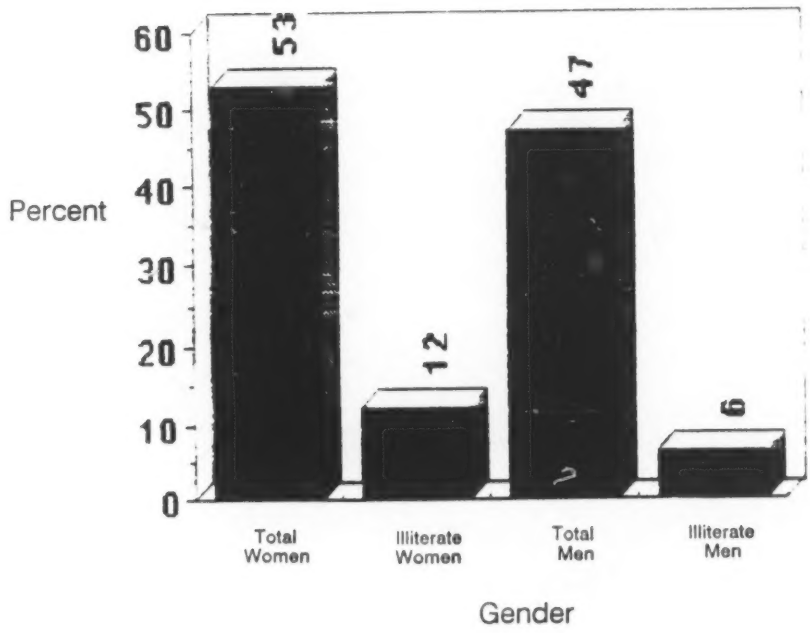
Another factor in the literacy picture is age. While it is presently estimated that 40% of adults aged 20 to 39 are illiterate, this figure is rising due to high school drop-out rates. The high school drop-out rate in Ohio does not sound like an influencing factor. Yet in 1989, of the 549,160 students who began the school year, 2.8% dropped out. That means in the last year alone the schools added over 15,000 young adults to our functionally illiterate population. (See the following pages for an estimated breakdown of Ohio's illiterate population by gender, county and metropolitan area.)

Finally, it is estimated that all literacy programs in Ohio are serving about 80,000 adults. This represents only about 7% of the estimated need for these services. Obviously, our literacy problems are worsening despite our efforts to the contrary.

Illiteracy Rates by Age Range



Illiterate Population by Gender



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State Of Ohio
Estimated Illiterate Population by County
(based on 20% national estimate)

1988 Estimated Population: 10,855,000
Estimated Adult Population: 8,100,000

Department of Development Ohio Users Center

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State Of Ohio
Estimated Illiterate Population by Metropolitan Area
16 Metropolitan Areas
(based on 20% national estimate)

CURRENT OHIO LITERACY PROGRAMS

Ohio has many good programs in place to fight the illiteracy problem. According to the Ohio Literacy Network, as of June, 1989, there were 616 adult literacy programs and 111 coalitions, councils, and task forces operating in Ohio. These adult literacy services are offered through a network of public and private organizations. The primary provider groups include public adult education programs, public libraries, and private non-profit organizations. These literacy programs are offered by more providers than can be covered here, but some representative programs under the following categories will be presented:

* School programs
* Community colleges
* Colleges and universities
* Business and industry
* Social service agencies
* Corrections/rehabilitation
* ABE programs
* Churches
* Newspapers
* Immigration services
* Professional associations
* Local government
* Literacy networks/councils
* Libraries

Most of these programs operate with small budgets and/or rely primarily upon volunteer assistance. Even if these programs have paid staff, 87% of that staff can only be hired on a part-time basis due to lack of sufficient funding. Volunteerism plays a major role in the continued success and operation of these programs.

School programs:

In Franklin County, three public schools offer adult basic education (ABE) and English as a Second Language (ESL) programs. The Columbus City Schools ABE program is available to adults 16 and older who are out of school. This program offers individual tutoring and provides ABE, ESL, and General Education Development (GED) services. The Dublin ABE/ESL program provides evening services to adults 16 or older, and the South-Western City Schools offer ABE, ESL, and GED training along with individual tutoring for adults 18 and older.

These Franklin county school programs are representative of school programs across the state. More than 125 public school systems across Ohio offer ABE, GED, and ESL programs. These programs utilize existing high school, middle school, and grade school classrooms, educational tools, and library services.

Community college and vocational school programs:

Community colleges and vocations schools throughout the state are very active in providing GED and ABE services for their students. Most programs provide individual tutoring for adults 16 and over. According to the Ohio Literacy Network's Directory of Adult Literacy Programs in the State of Ohio June 1989, there are more than 10 community colleges, 20 technical schools, and 40 vocational schools which offer ABE, GED, and ESL services to adults. Let's use Cuyahoga County as a representative example of programs of this type. For example, in Cuyahoga County the Adult Learning Center of the Cuyahoga Community College offers ABE classes and individual tutoring to Cleveland residents who are eligible for JTPA (Jobs Training Partnership Act). Cuyahoga Community College, in conjunction with the Cleveland Public Schools, also provides ABE, GED, and ESL training at three separate campus sites. Cuyahoga Valley Joint Vocational School offers ABE and GED training. PSI Institute provides ABE and GED training to its students through a joint agreement with Cleveland Public Schools as does the Vocational Technical Center and the Wooster Business College.

College and university programs:

College and university programs reported through the Ohio Literacy Network's Directory include the following:

* Case Western Reserve University, in conjunction with the Cleveland Public Schools, provides ABE, GED, and ESL programs.
* Cleveland State University Educational Service Center offers individual tutoring services.
* Ohio State University Project Reach provides individual tutoring and ABE, GED, and ESL training through the Columbus City Schools Adult Basic Education for university employees only.
* The central campus of Southern State College offers individual tutoring and ABE, GED, and ESL programs for adults 18 and older.
* The University of Cincinnati offers ESL training in cooperation with the Cincinnati Public Schools.
* The University of Cincinnati also offers individual tutoring and ABE and GED training through its Veterans Upward Bound Program.
* Southern State College in Greenfield provides ABE, GED, and ESL training to adults 18 and older. It also offers individual tutoring.
* Lourdes College participates in the Read for Literacy, Inc., individual tutoring program.
* Ohio University participates through the Southeastern Ohio Adult Basic Education Program to offer ABE, GED, and ESL training along with individual tutoring to adults 16 and older who are out of school.
* Shawnee State University, through the Shawnee BASICS program, offers ABE, GED, and ESL training along with individual tutoring.

Business and industry programs:

Business and industry have been forced to enter the literacy training business in order to obtain, maintain, and upgrade employees. However, these programs vary tremendously and are not easily quantifiable for a paper such as this. Many business- education partnerships have been formed in recent years as both sides have seen the necessity for collaboration. Within the College of Education at Ohio State University, there are two organizations which specialize in training-related issues:

* The Business-Industry Training Consortium has a membership of more than 15 area companies. It provides seminars on trends in adult education and offers companies access to training and instructional resources.
* The Center for Research in Vocational Education has helped companies such as GE, Motorola, and Huntington National Bank with design, development, and evaluation of employee training programs.

Since 1984, the Business and Industry Training Division at Columbus State Community College has worked with 136 companies to design and provide courses and other services.

The Ohio Department of Development, through its Ohio Industrial Training Program, offers financial assistance to manufacturing companies toward training for new jobs or upgrading workers' skills to retain existing jobs. Capital City Products and Honda have benefited from this program.

B. Dalton Bookseller has been an early leader in the fight against workplace illiteracy. The company allocated $3 million over four years for its literacy program.

IBM has an in-house faculty of 3,000 and spends $2 billion a year on education. IBM designed and set up a computer-assisted program for literacy improvement and computer literacy training called PALS (Principles of the Alphabet Literacy System). This program allows students to learn at their own pace.

Ford provides free literacy training for its employees through local school or ABE programs around the state. For example, the Lorain Ford Assembly Plant and Ohio Truck-Ford both use the Lorain City Schools for ABE, GED, and ESL training.

Numerous city Private Industry Councils (PIC) participate in ABE and GED programs in order to produce persons with marketable skills. Businesses who hire PIC participants receive some financial assistance during an employee's initial training period.

Social service agency programs:

According to the Ohio Literacy Network, there are more than 100 social service organizations and community centers which offer literacy programs or which work with literacy providers to serve adults with low-literate skills. These organizations range from maternity centers, dyslexia service organizations, neighborhood centers, recreation centers, homeless service organizations, mental health services, and substance abuse centers to senior citizen centers.

Correction/rehabilitation programs:

We have over 25 literacy programs in our prisons, correctional institutions, and rehabilitation facilities in Ohio. Most of these programs are ABE and GED training though some also offer ESL training.

ABE programs:

The Ohio Department of Education administers ABE (Adult Basic Education) programs throughout the state. ABE provides basic education at no cost for adults. The goals of the ABE program, as listed in the 1989 ABE annual report, are to assist adults

* in obtaining reading, writing, and arithmetic skills needed to get or keep a job,
* in meeting entrance requirements for vocational training courses,
* in studying to pass the GED, a certificate of high school equivalence,
* in learning to help children with their school homework, and
* in becoming wiser consumers and better citizens.

The program is designed to serve two types of individuals: those without a high school diploma or an equivalent level of education and those beyond the age of compulsory school attendance. In 1989, 131 ABE programs served 76,018 adults in Ohio. Enrollments have been increasing steadily over the past five years.

Year	Number of Programs	Number of Enrollees
1985	121	51,748
1986	124	61,078
1987	129	69,740
1988	130	72,054
1989	131	76,018

Thirty percent of the enrollees in 1989, 22,444, were functioning at or less than a fifth year basic skill equivalence level. Another 44% or 33,639 students functioned at the sixth to eighth year equivalence level.

Ten percent of all enrollees received instruction to learn the English language. There were 3,759 enrollees (5%) who needed beginning ESL training, 2,564 (3%) who needed intermediate ESL training, and 995 (1%) who required advanced ESL training.

The mix of male-to-female students is 43% male to 57% female. The age ranges of students in the ABE programs are as follows:

Age Range	Percentage of Student Population
16 - 44	82%
45 - 59	14%
60 +	4%

These ABE programs operate under the Adult Education Act reauthorized by Congress in 1988. The Ohio Plan for Adult Basic Education also provides funding support. Both the federal and state monies and program directives are administered by the Ohio Department of Education. Direct services to students are provided through a statewide network of school districts, institutions, and community agencies. This assures that services are available in all 88 Ohio counties. Direct subgrants are also provided to state agencies which serve institutionalized adults. The Departments of Mental Health, Mental Retardation and Developmental Disabilities and Rehabilitation and Correction received 1989 grants.

Classes are offered in convenient locations for the adults served. For example, in 1989 enrollment in classes by the types of class sites was as follows:

Site	Enrollment
Public schools (elementary, secondary, and joint vocational)	28,679
Learning center	12,120
Community-based center	8,704
Correctional institutions	4,635
Colleges	4,481
Libraries	3,773
Work sites	2,651
Institutions for the disabled	1,989
Homes	495
Other locations	8,491

As mentioned earlier, funding comes primarily from federal and state sources with some local funding. Within the past five years, total program funding has increased from $6 million to almost $10 million. There has been a steady shifting away from predominantly federal funding (in 1985, federal aid accounted for 68% of the total) to an almost 50-50 matching situation (in 1989, federal aid accounted for 47% while state aid accounted for 46%).

Year	Federal Grant	State Grant	Local Funds	Total
1985	$4,147,530	$1,384,968	$526,036	$6,058,534
1986	$4,108,024	$2,992,500	$435,006	$7,535,530
1987	$3,931,397	$4,488,750	$395,126	$8,815,273
1988	$4,236,860	$4,488,750	$431,119	$9,156,729
1989	$4,676,890	$4,623,413	$671,485	$9,971,788

Church programs:

Churches are active participants in literacy programs throughout the state. Many sponsor individual tutoring, encourage volunteers to become tutors, and provide necessary classroom space and materials. There were over 50 church literacy programs listed in the 1989 Ohio Literacy Network Directory.

Newspaper programs:

Gannett Publishing has provided nationwide grants for literacy programs.

The Columbus Dispatch has an ongoing program to encourage reading and literacy through use of the newspaper. The Dispatch offers teacher training in use of the newspaper in classroom settings

The Ohio Newspaper Association and its foundations worked in conjunction with the Ohio Literacy Network to conduct a holiday literacy promotion in 1988 to promote public awareness of illiteracy and services available to combat it.

Immigration services programs:

The Ohio Literacy Network shows that there are ten immigration services providing literacy programs within Ohio. Examples of specific English as a Second Language training programs occur in the following cities:

City	Population Served
Cleveland	Chinese
Columbus	Southeast Asian
Defiance	Hispanic
Toledo	Multi-ethnic

Professional association programs:

Many professional organizations are addressing the literacy issue in conferences and workshops. Other organizations are actually doing research studies regarding literacy. For example, the American Society for Training and Development (ASTD), in conjunction with the U.S. Department of Labor, reported the results of its two-year research project in Workplace Basics: The Skills Employers Want. This report summarized 16 skills necessary for workplace success and critical to the maintenance of a competitive world marketplace position.

As a result of this report, a grassroots task force came together in Columbus and presented a Workplace Basics Conference in October 1989. This conference helped to sensitize groups in Columbus about the issues of workplace skills, and it encouraged the development of a community resource listing of literacy providers.

Groups such as the Society for Technical Communication are presenting workshops to members regarding the impact of illiteracy. Articles appear in trade journals urging increased awareness and action.

Local government programs:

An excellent example of local government's involvement in literacy programs is the workplace literacy program instituted by the city of Columbus: Project POWER (Providing Opportunities in Writing, Education, and Reading). This program provides literacy training for city employees. Any employee who wishes to participate is given release time from work to attend. The program is

based on voluntary participation and confidentiality. Community literacy organizations were consulted during initial planning stages and have been utilized for tutor training. As of 1988, eight Project POWER students had successfully passed the GED examination, and 13 workers were enrolled in an ABE/GED class.

Literacy networks/coalitions:

Within Ohio, there are 111 literacy coalitions in 53 counties, yet 35 counties do not have any literacy coalition at all beyond the overall Ohio Literacy Network (OLN). This statewide entity was created in 1985 as a result of planning and direction from the first all-state literacy conference held under the auspices of the Columbus Literacy Council and a grant from the Ohio Department of Education. One of the key functions of this Network is preparation, updating, and publication of the Directory of Literacy Providers. OLN has an office in the OHIONET building, furnished with donations from Electronic Commodity, Inc., and IBM. A quarterly newsletter, The Literacy Communicator, is published, and OLN organizes each annual state literacy conference.

Regional coalitions and task forces are extremely active. The Greater Cincinnati Literacy Task Force, an independent non-profit organization, coordinates public, private, and voluntary literacy providers in southeast Ohio, northern Kentucky, and southeast Indiana. This task force evolved from Project Literacy U.S. (PLUS), a joint three-year project of PBS and the ABC Television network. Since 1986, this task force has served as an information forum for the 60 adult literacy providers working in this area.

Project READ (Reading Education for Adults in Dayton) is a non-profit group of public and private organizations dedicated to fighting illiteracy in the Dayton area. This project is also an outgrowth of the PLUS program. Project READ's goals are three-fold:

* To increase public awareness and concern about adult illiteracy
* To mobilize community resources to combat the problem
* To strengthen area literacy providers' efforts

Still another regional council was United for Adult Literacy (UAL), an umbrella organization formed to unite Central Ohio's literacy providers. This organization merged with the Mayor's Advisory Commission on Adult Literacy in 1988 to form the Literacy Initiative of Central Ohio. This new organization acquired start-up money from the Columbus Foundation to establish and operate a READ- HOTLINE to serve as a centralized call-in service for all Central Ohio literacy providers. Since September, 1986, the HOTLINE has processed approximately 3,000 calls. Continued funding for the hotline has come through the State Library of Ohio and the city of Columbus.

Library programs:

Ohio libraries provide a wide range of literacy services to their communities. Typically, these activities take four forms. A library may provide one, several, or all of these services:

* Identify, select, and maintain literacy materials for students, tutors, and instructors
* Provide support services such as literacy and referral information, publicity, workshops, equipment, and space for tutoring
* Coordinate/collaborate with community literacy programs
* Establish its own literacy program where necessary

The first three services are the most frequently provided. Many libraries have built adult new reader collections which include teacher instruction resources, leisure reading materials, texts, workbooks, and life skills materials. Audiocassettes, videotapes, and computer software to supplement printed materials are available in many libraries yet may only be available in rotating

collections for rural or small libraries. Good examples of new reader collections are found in the Cleveland Heights-University Heights Public Library as well as the public libraries in Lakewood and Shaker Heights.

More and more libraries are focusing collections and services on intergenerational and at-risk populations within their communities. These programs target non-reading or undereducated parents to teach them to read to/with their children. The benefits of this approach are quite obvious and long-term in effect:

* This new reading pattern breaks the cycle of illiteracy.
* Children provide excellent incentives to bring parents to reading programs for themselves.
* Children experience reading reinforcement and pleasure when parents read to them or help them learn to read.
* Parent-child bonding is strengthened through the shared reading experience.

Literacy resource materials are also being added to existing library services in local correctional institutions and rehabilitation centers, or public libraries are offering to loan their materials to inmate students. The Cuyahoga County Public Library operates Project Whole which provides new reader materials to institutionalized persons.

Library support services encompass a great many opportunities for our libraries. The most basic service continues to be providing space and equipment for tutoring and literacy training classes. Many libraries also serve as literacy information and referral resources. This activity allows the library to provide a liaison between:

* Persons needing literacy education and literacy programs
* Potential volunteers and area literacy programs

For example, the Warder Public Library in Springfield works directly with its local Laubach tutoring organization. The library reference staff acts as a liaison and clearinghouse for matching prospective tutors and students.

Some libraries have supported telephone hotlines for these information inquiries and referrals. Library displays regarding literacy issues and programs are another valuable service more libraries are providing. Publicity ranges from publication of newsletters to production of exhibits, video presentations, and public service announcements. Community presentations about literacy and workshops for library staff and tutors are other services some libraries provide.

Libraries also work closely with literacy education providers to coordinate services, publicity, fund solicitation, and even tutor training. Many libraries participate in or initiate literacy coalitions or councils for their communities. Local libraries are often ideally suited to serve as points of reference for literacy activities. This allows them to explore methods of working together with other literacy providers to promote mutual goals and programs.

Some libraries have initiated their own literacy programs to serve local communities, but this instructional operation is the least common library service provided.

Perhaps one of the more important library functions occurring in Ohio is the help provided by libraries in obtaining funding for literacy programs for themselves and other literacy providers. The State Library does excellent work administering grant programs and instructing organizations in writing successful literacy grants.

FUNDING

Most funding for library literacy programs is provided from one of four sources:

* Federal funds from LSCA Titles I and VI
* State funds
* Local sources
* Private foundations

Federal funding through Title I of the Library Services and Construction Act (LSCA) has provided valuable grant support for literacy efforts. The State Library is charged with awarding and administering these funds. The following list indicates the Title I grants awarded by the State Library since 1986. Matching state funds are indicated, and a brief summary of each program is offered below to illustrate the variety of projects awarded grants.

Grant Awarded To	Title I	State	Total Awarded
Ohio FFY 1986			
Kent Free Library	$ 9,328	$ 7,527	$16,855

Expansion of adult literacy education and literacy programs in Portage County. Establishment of new reader collection (Project MAZE - Manage A-Z Easily).

Cincinnati Public	$29,268	$17,745	$47,013

New material acquisition for adult new readers and identification of suitable materials already in general collection. Creation of LIVE- READ (Libraries in Video Education-Reading Education for Adult Development) project.

Cuyahoga County	$ 3,550	$ 1,959	$ 5,519

Establishment of a book club for adult literacy students enrolled in Project LEARN or Cleveland-area ABE programs.

Medina County	$15,430	$13,442	$28,872

Formalization and expansion of the Medina County Literacy Coalition in order to increase public awareness of illiteracy.

Literacy Initiative of Central Ohio	$36,000	$30,000	$66,000

Establishment of the Literacy Initiative of Central Ohio to act as a central intake system for literacy providers.

Ohio Literacy Network	$ 2,000	--	$ 2,000

Support for a literacy conference attended by 278 people.

Ohio FFY 1987

Delaware County District Library	$10,486	$ 8,608	$19,094

Establishment of Project SAIL (Sensitivity Approach Into Literacy), a materials-by-mail and monthly delivery service via bookmobile to adult new readers.

East Cleveland Public Library	$23,100	$18,900	$42,000

Formation of the Reading Connection which established a partnership with area literacy providers to better supply volunteer tutors or help recruit students.

Portage County District Library	$10,029	$ 8,211	$18,240

Establishment of Project PAR (Portage Adult Reader), a literacy project to reach adult new readers.

Medina County District Library	$ 5,618	$16,854	$22,472

Further expansion of Medina County Literacy Coalition and continued support.

Paulding County Carnegie Library	$ 7,648	$ 6,301	$13,949

Creation of a tutor training class. Acquisition of two PCs and other necessary training materials for tutor training class.

Library Association of Sandusky	$12,620	$11,494	$24,114

Establishment of literacy project designed to assist adult new readers and inform the public about literacy needs. Acquisition of supplementary materials. Provision of a literacy training workshop to allow library staff to become tutors.

Lebanon Public Library	$25,000	$25,000	$50,000

The matching of one hundred adult illiterate residents of Warren County with volunteer tutors. Provision of direct mailings and informational activities to 30,000 households in county about literacy. Provision of tutor materials for new readers.

Ohio FFY 1988

Burton Public Library	$ 4,169	$ 3,402	$ 7,571

Establishment of a centrally located literacy center with specialized materials and programs.

Stark County District Library	$ 7,825	$ 6,788	$14,613

Recruitment of adult new readers for a tutorial program to improve literacy.

Geauga County Public Library	$20,000	$17,513	$37,513

Linkage service between adult new readers and literacy providers. Provision of books and materials for literacy training.

Meigs County Public Library	$ 1,004	$ 821	$ 1,825

Recruitment of 15 tutors and 25 students for a literacy program.

Public Library of Columbus and Franklin County	$10,000	$ 5,189	$15,189

Development of a video and workshop to create awareness of the cost of functional illiteracy.

Literacy Initiatives of Central Ohio	$25,920	--	$25,920

Support for READ-HOTLINE which links illiterate adults with literacy providers.

Literacy Initiatives of Central Ohio	$ 741	--	$ 741

The holding of a literacy luncheon during National Literacy Week.

Ohio FFY 1989

Bluffton-Richland Public Library	$ 2,750	$ 2,250	$ 5,000

Recruitment of tutors and adult students for a literacy program. Provision of service as a center for community literacy activities.

Bryan Public Library	$11,000	$ 9,000	$20,000

Establishment of Project READING REWARDS to improve the reading skills of all ages of persons in the Bryan area.

Stark County District Library	$ 2,000	$ 6,000	$ 8,000

Continuation of existing grant. Increased size of the Reading Enrichment Center. Acquisition of additional literacy materials, software, and a computer.

Clyde Public Library	$14,364	$11,752	$26,116

Continuation of the Sandusky-Seneca County Literacy Coalition's efforts to improve the literacy of the labor force in the two counties.

Clark County Public Library	$20,000	$20,000	$40,000

Establishment of a literacy center. Provision of a staff person to coordinate existing literacy providers.

Stow Public Library	$19,559	$16,255	$35,814

Establishment of the Stow Area Adult Reader Project. Provision of a series of tutor training workshops. Production and distribution of high-visibility information regarding literacy.

Ohio FFY 1990

Clark County Public Library	$10,000	$33,938	$43,938

Continuation of Warder Literacy Center project established in 1989.

Wilmington Public Library	$ 7,645	$ 6,255	$13,900

Provision of literacy education for 90 adults in Clinton County under the C.A.R.E.S. (Computer Assisted Reading Enhancement System) Project.

Herbert Wescoat Memorial Library	$ 1,200	$ 1,000	$ 2,200

Recruitment and training of volunteer literacy tutors through a series of workshops.

Literacy Initiative of Central Ohio	$24,150	$61,300	$85,450

Support for the Literacy Initiative of Central Ohio to provide a central intake system serving all literacy providers as well as persons interested in volunteering or obtaining literacy services. Assistance in funding the READ- HOTLINE.

Direct federal support under Title VI of the Library Services and Construction Act began in 1986. Since then, 10 literacy grants have been awarded to Ohio libraries totaling $180,592. These grants and their stated purposes are as follows:

Title VI Library Grants

Library	Grant Received	Purpose
1986		
State Library of Ohio	$22,300	Addressing older American illiteracy
Cuyahoga County Public Library	$10,000	Establishment of Literacy Resource Center
John McIntire Public Library, Zanesville	$ 7,667	Acquisition of literacy materials
Ashtabula County District Library	$23,151	Promotion of literacy awareness
Lorain Public Library	$11,750	Assist in getting Project Lite accredited as Laubach affiliate

1987

Ashtabula County District Library	$18,595	Coalition building
Toledo-Lucas County Public Library	$24,050	Collection development
Pickaway County District Library	$13,597	Development of computer assisted literacy approaches

1988

Ashtabula County District Library	$24,482	Student recruitment
State Library of Ohio	$25,000	Librarian training

In 1986, the State Library also obtained additional federal resources to support a project entitled "Project CARE - Community Awareness of Reading and the Elderly." This project allowed the State Library to sponsor training programs for libraries and other literacy service providers to develop cost effective, cooperative approaches to solving literacy problems within their communities. Workshops for public librarians and other literacy service providers taught literacy awareness skills, teaching methods and materials, and learning styles among the elderly. The State Library also coordinated a publicity campaign to increase awareness of the need for literacy training among older citizens. Finally, the State Library purchased a collection of literacy materials which have been made available to libraries in Ohio for short-term loans.

As presented in the above listing, the state has provided substantial resources for the literacy problem through the Adult Literacy Match program. These funds have been used along with federal funds to support all types of literacy programs within Ohio.

Fiscal Year	Ohio Dollars Provided
1986	$2,992,500
1987	$4,488,750
1988	$4,488,750
1989	$4,623,413 (estimated)
1990	$4,854,584 (recommended)
1991	$5,097,313 (recommended)

Another recent step taken by the Ohio Department of Education has resulted in an additional $2 million in state funds for 50 $40,000 grants for community literacy programs.

Local funding varies by community and is sometimes supplemented by local businesses and service organizations which routinely pledge assistance.

One example is the Buckeye Book Fair which offers $500 grants to schools and adult literacy programs to be used for purchasing materials which will address a need not currently being met in an applicant's program.

The final funding source is from the private sector. Foundations can be an excellent source of financial assistance. Some foundations only donate to local causes while others give to programs across the nation. Two examples of foundation resources given to help promote literacy are as follows:

* The Dayton Foundation gave $5,000 to the Miami Valley Literacy Council in 1987 toward expansion of the Council's services.

* The George Gund Foundation gave $25,000 to the Euclid Public Schools in 1988 to assist in implementation of a new computer-based approach to literacy training for adolescents and adults.

An important non-monetary source of funding must not go unnoticed in this discussion. Without the thousands of volunteers and their hours of service, most literacy programs would long since have folded. Two programs - one local and one statewide - can easily illustrate the value of volunteers in literacy work.

The Columbus Literacy Council documented 108,000 volunteer hours on its behalf in 1989. In-kind personnel services would have cost $1,085,280. The CLC Annual Report states, "It would take fifty-five full-time people to provide the hours and services given by our volunteers in 1989."

Ohio's ABE programs received over 257,000 hours of volunteer services in 1989. To purchase this amount of personnel services would have cost ABE more than $2,327,000.

It is easy to overlook this vitally important resource, but we certainly cannot operate without it.

A final note should be made of the Simon and Sawyer bills presently under review. In 1989, Senator Paul Simon (D-IL) sponsored the Comprehensive Illiteracy Elimination Act (S.1310) which supports national and state level literacy coordination, library literacy programs, family and workplace literacy programs, and student and volunteer literacy programs. The cost of the Simon legislation is approximately $250 million.

The House counterpart of Simon's bill is sponsored by Representative Tom Sawyer (D) of Ohio . The Adult Literacy and Employability Act (HR.3123) would also support national and state level literacy coordination, library literacy programs, and family and workplace literacy programs, but at a cost of $400 to $500 million.

Each of these literacy measures could dramatically impact our work toward eliminating illiteracy. We must all actively work toward their passage and implementation.

CONCLUSION

As the White House Preliminary Design Group indicated, libraries have a continuing active role and responsibility regarding literacy. However, only when we can get people into the library and/or using its resources can the library function to prevent or remediate illiteracy. The Design Group has hit on the key element our libraries must address if they are to be useful institutions in the future: Libraries must provide resources and services which will assist in developing research and self-study skills for lifelong learning for all Americans, not just the well- educated. Information scientists, such as Richard Wurman Information Anxiety, have pointed the direction libraries and all information services must take if they are to be operating concerns in the 21st century. Interacting with information on an individually unique basis empowers the individual, makes him information- rich. This is equally true for new adult readers, so self-directed learning technology must be developed and provided at basic levels for this newly literate population our literacy programs are creating.

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